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Report No. D-2011-103      August 18, 2011

# Inspector General

## United States

## Department *of* Defense



### Audit of Special Operations Forces Plans for the Drawdown and Reset of Property in Iraq (U)

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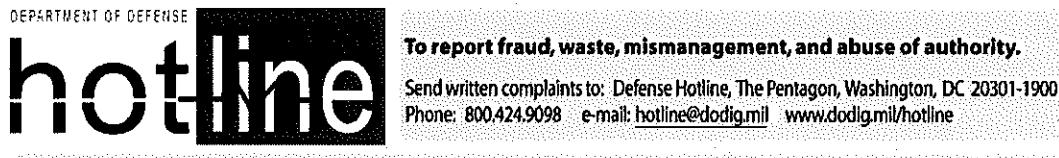
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Department of Defense Inspector General  
400 Army Navy Drive (Room 801)  
Arlington, VA 22202-4704



**Acronyms and Abbreviations (U)**

CENTCOM	U.S. Central Command
JFSOCC-I	Joint Forces Special Operations Component Command-Iraq
OPORD	Operation Order
SOCCENT	U.S. Special Operations Command Central
SOCOM	U.S. Special Operations Command
SOF	Special Operations Forces
SO-P	Special Operations-Peculiar
USF-I	U.S. Forces-Iraq



**INSPECTOR GENERAL  
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ARLINGTON, VIRGINIA 22202-4704**

August 18, 2011

**MEMORANDUM FOR DISTRIBUTION**

**SUBJECT: Audit of Special Operations Forces Plans for the Drawdown and Reset of Property in Iraq (Report No. D-2011-103) (U)**

(U) We announced the subject audit on July 21, 2010. Our objective was to evaluate U.S. Special Operations Forces' (SOF) plans for the drawdown and reset of property in Iraq, to ensure a process existed for the proper transfer, reset, or disposal of assets. Specifically, we determined whether SOF plans to drawdown from Iraq:

- (U) defined clear roles, responsibilities, and lines of reporting;
- (U) addressed issues including property accountability, visibility, reset and return; and
- (U) set realistic milestones for the initiation and completion of drawdown and reset activities.

(U) We determined that SOF drawdown plans are composed of multiple plans and directives issued by the U.S. Special Operations Command (SOCOM), U.S. Forces-Iraq (USF-I), U.S. Special Operations Command Central (SOCENT), and Joint Forces Special Operations Component Command-Iraq (JFSOCC-I). Together, these plans define roles, responsibilities, and lines of reporting; address issues including property accountability, visibility, reset and return; and set milestones for the initiation and completion of drawdown and reset activities. JFSOCC-I and the Combined Joint Special Operations Task Force-Arabian Peninsula have developed unofficial milestones for specific SOF locations. However, these milestones have not been finalized because of pending decisions by the USF-I Commanding General. These plans and directives address the audit objectives, so we are making no recommendations.

**Background (U)**

(U) SOCOM is the unified and functional combatant command for SOF. SOCOM provides SOF to defend the United States and its interests, and synchronizes the planning of global operations against terrorist networks. Congress provided SOCOM with unique privileges under section 167, title 10, United States Code (10 U.S.C. § 167 [2010]) that include an independent budget, and its own acquisition authorities to obtain and manage Special Operations-Peculiar (SO-P) equipment.<sup>1</sup>

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<sup>1</sup> (U) SO-P equipment includes equipment, materiel, supplies, and services required for special operations activities for which there is no service-common requirement.

(U) According to Article 24 of the "Agreement Between the United States of America and the Republic of Iraq On the Withdrawal of United States Forces from Iraq and the Organization of Their Activities during Their Temporary Presence in Iraq," November 17, 2008, (Security Agreement) all U.S. Forces will drawdown from Iraqi territory by December 31, 2011. On February 27, 2009, the President of the United States stated that the combat mission in Iraq would end by August 31, 2010, and the mission would change to supporting the Iraqi government and its security forces as they take the lead in securing their country. The President also stated that he intended to remove all U.S. troops from Iraq by the end of 2011.

## SOF Drawdown Guidance (U)

~~(S)~~ CENTCOM (b)(1)

(U) As a result of the Chairman's plan order, CENTCOM, USF-I,<sup>2</sup> and JFSOCC-I<sup>3</sup> issued general guidance that applies to all SOF in Iraq:

- (S//CENTCOM (b)(1))

<sup>2</sup> (U) USF-I is the supported command for all military operations within the Iraq Joint Operations Area. USF-I reports to the Commander, CENTCOM and is responsible for implementing the Security Agreement and coordinating with the Government of Iraq. USF-I advises, trains, assists, and equips Iraqi Security Forces, enabling them to provide for internal security while building a foundation capability to defend against external threats.

3 (S) SOCOM (b)(1) 1.4(a) (b)(1) 1.4(b), CENTCOM (b)(1)

(S//<sup>CENTCOM (b)(1)</sup> [REDACTED])

• (S//<sup>CENTCOM (b)(1)</sup> [REDACTED])

(U) SOCOM and SOCSENT<sup>4</sup> provided additional guidance for the SOF drawdown:

• (S//<sup>CENTCOM (b)(1)</sup> [REDACTED])

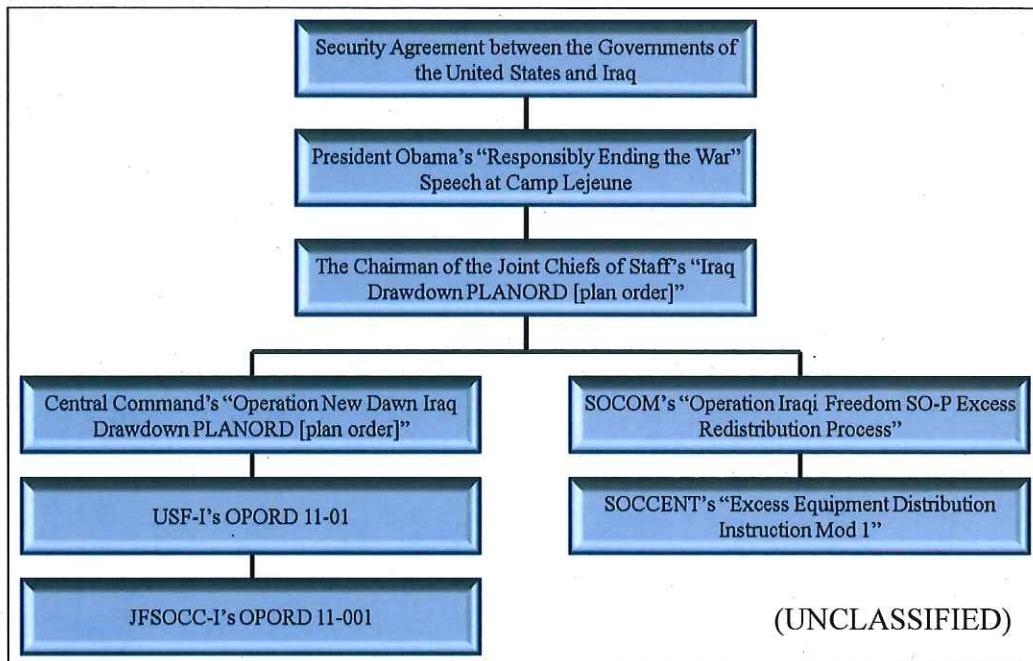
- (U) In August 2010, SOCSENT issued “Excess Equipment Disposition Instructions Mod 1” in response to the SOCOM request. The modification provides excess equipment disposition instructions to SOCSENT components and guidance for the management of SO-P and service common equipment during the drawdown.

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<sup>4</sup> (U) SOCSENT is a sub-unified command of CENTCOM that is responsible for planning special operations throughout the CENTCOM area of responsibility and for operational control over SOF. SOF receives SO-P equipment, supplies, or services from SOCOM, who is responsible for equipping SOF.

(U) The following figure illustrates guidance hierarchy for the SOF Iraq drawdown planning.

**(U) Figure 1. SOF Drawdown Plans and Guidance**



## **Plans Define Roles, Responsibilities, and Lines of Reporting (U)**

(U) SOCOM, USF-I, SOCCENT, and JFSOCC-I defined SOF's roles, responsibilities, and lines of reporting for the drawdown within SOCOM's "OIF Special Operations-Peculiar Excess Redistribution Process," USF-I OPORD 11-01, SOCCENT's "Excess Equipment Distribution Instructions Mod 1," and JFSOCC-I's OPORD 11-001. During the drawdown, SOF's primary roles and responsibilities will be to support USF-I. SOCCENT officials stated that SOF will follow USF-I OPORD 11-01, including those sections where SOF is not specifically mentioned.

(S//)(b)(1) CENTCOM

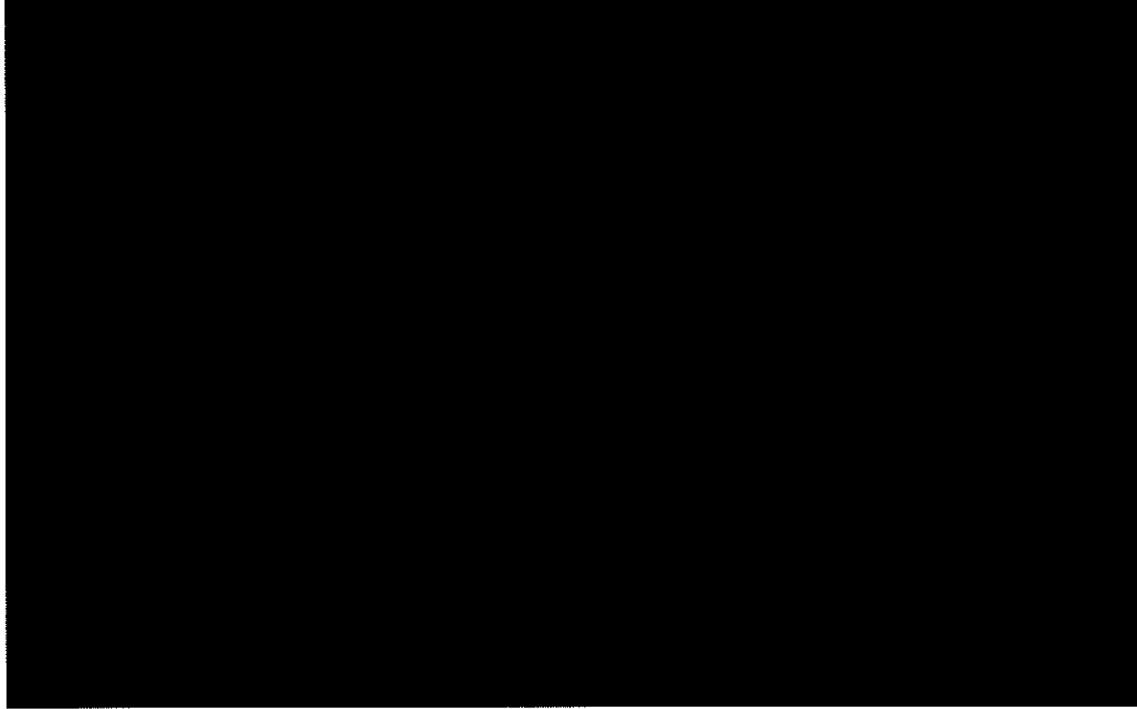
(S//)(b)(1) CENTCOM

(S//<sup>CENTCOM (b)(1)</sup>

(U) CENTCOM maintains combatant command (COCOM) control over all U.S. Forces within its area of responsibility. JFSOCC-I's OPORD 11-001 further clarifies lines of reporting within the CENTCOM area of responsibility. Figure 2 below depicts a sample of the relationships as defined by JFSOCC-I.

**(U) Figure 2. SOF Lines of Reporting**

SOCOM (b)(1) CENTCOM (b)(1)



**Plans Address Property Accountability, Visibility, Reset and Return (U)**

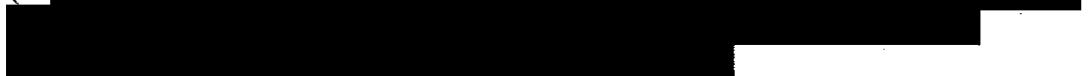
(U) SOCOM's "OIF SO-P Excess Redistribution Process," SOCCENT's "Excess Equipment Distribution Instructions Mod 1," USF-I's OPORD 11-01, and JFSOCC-I's OPORD 11-001 provide guidance for maintaining adequate property accountability, visibility, reset and return during the drawdown process. SOF in Iraq plan to maintain asset accountability and visibility during drawdown according to SOCOM Directive 700-2 and Fragmentary Order 10-037. In addition, SOF will follow USF-I's instructions on accountability and visibility during movement and USF-I's transfer of record accountability when units rotate and depart the area of responsibility.

(S//<sup>CENTCOM (b)(1)</sup>

(S//) <sup>CENTCOM (b)(1)</sup>



(S//) <sup>CENTCOM (b)(1)</sup>

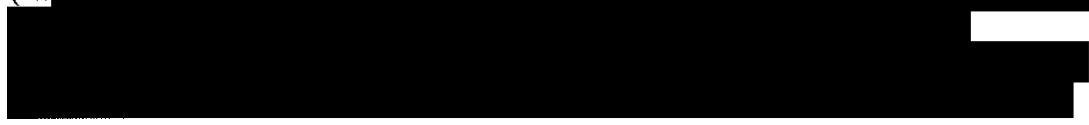


- (S//) <sup>SOCOM (b)(1) CENTCOM (b)(1)</sup>

## **Plans Provide Milestones for the Drawdown (U)**

(U) USF-I's and JFSOCC-I's drawdown plans provide milestones for the SOF drawdown from Iraq by December 31, 2011. JFSOCC-I and the Combined Joint Special Operations Task Force-Arabian Peninsula<sup>5</sup> have developed unofficial milestones that provide additional instructions for SOF to initiate and complete the drawdown from Iraq.

(S//) <sup>CENTCOM (b)(1)</sup>



(S//) <sup>CENTCOM (b)(1)</sup>



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<sup>5</sup> (S) <sup>SOCOM (b)(1) CENTCOM (b)(1)</sup>



(S//~~CENTCOM (b)(1)~~



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- (S//~~CENTCOM (b)(1)~~
- (S//~~CENTCOM (b)(1)~~
- (S//~~CENTCOM (b)(1)~~



(U) Although JFSOCC-I and the Combined Joint Special Operations Task Force-Arabian Peninsula have not officially finalized this information, their efforts demonstrate that these commands are preparing to accomplish the SOF drawdown by December 31, 2011.

## **Conclusion (U)**

(U) The SOF drawdown plans were contained in multiple documents issued by SOCOM, USF-I, SOCCENT, JFSOCC-I, and the Combined Joint Special Operations Task Force-Arabian Peninsula. Combined, these documents define roles, responsibilities, and lines of reporting; address issues including property accountability, visibility, reset and return; and set milestones for the initiation and completion of drawdown and reset activities. SOF specific milestones were developed in accordance with general milestones but are pending based on reposturing decisions to be made by the Commanding General, USF-I, in August 2011. Therefore, at this time, SOF related planning documents met the objectives of the audit. This report makes no recommendations and does not require management comments.

## **Review of Internal Controls (U)**

(U) We did not identify any internal control weaknesses.

## **Audit Standards (U)**

(U) We conducted this performance audit from July 2010 to July 2011 in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

## **Scope and Audit Methodology (U)**

(U) To accomplish our objectives, we visited, contacted, or conducted interviews with officials from SOCOM, CENTCOM, and SOCCENT. We obtained and reviewed

(U) DoD directives, instructions, publications, manuals, and 10 U.S.C. § 167 (2010). We reviewed the "Iraq Drawdown PLANORD [plan order]" issued by the Chairman of the Joint Chiefs of Staff, CENTCOM's "Operation New Dawn Iraq Drawdown PLANORD [plan order]," SOCOM's "Operation Iraqi Freedom SO-P Excess Redistribution Process," USF-I's OPORD 11-01, SOCENT's "Excess Equipment Disposition Instruction Mod 1," and JFSOCC-I's OPORD 11-001. In addition, we reviewed the applicable sections of the "Agreement Between the United States of America and the Republic of Iraq On the Withdrawal of United States Forces from Iraq and the Organization of Their Activities during Their Temporary Presence in Iraq." A list of classified documents reviewed is provided in the appendix to this report.

## **Use of Computer-Processed Data (U)**

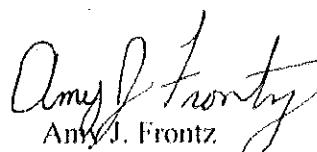
(U) Due to the nature of the audit, we did not use computer-processed data.

## **Prior Coverage (U)**

(U) During the last 5 years, GAO, DoD IG, and the Army Audit Agency have issued reports discussing the retrograde and repose of U.S. forces in Iraq. Unrestricted GAO reports can be accessed at <http://www.gao.gov>. Unrestricted DoD IG reports can be accessed at <http://www.dodig.mil/audit/reports>. Unrestricted Army reports can be accessed from .mil and gao.gov domains over the Internet at <http://www.aaa.mil>.

(U) You can obtain information about the Department of Defense Office of the Inspector General from DoD Directive 5106.01, "Inspector General of the Department of Defense," April 13, 2006, change 1, September 25, 2006; DoD Instruction 7600.02, "Audit Policies," April 27, 2007; and DoD Instruction 7050.3, "Access to Records and Information by the Inspector General, Department of Defense," April 24, 2000. Our Web site address is [www.dodig.mil](http://www.dodig.mil).

(U) We appreciate the courtesies extended to the staff. Please direct questions to (b)(6) at (703) (b)(6) (b)(6) @dodig.mil.mil.



Amy J. Frontz  
Principal Assistant Inspector General  
for Auditing

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## **Appendix. List of Classified Documents**

- (U) OIF SO-P Excess Redistribution Process: SECRET//AUS CAN GBR USA  
Declassified Date: Undated  
Generated Date: August 18, 2010
- (U) Iraq Drawdown Planord: SECRET//AUS CAN GBR USA  
Declassified Date: March 27, 2019  
Generated Date: April 06, 2009
- (U) Operation New Dawn Iraq Drawdown Planord: SECRET//AUS CAN GBR USA  
Declassified Date: August 21, 2020  
Generated Date: August 21, 2010
- (U) JFSOCC-I Operations Order 11-001: SECRET//IRQ USA  
Declassified Date: Undated  
Generated Date: October 30, 2010
- (U) Annex C to JFSOCC-I Operations Order 11-001: SECRET//MCFI USA  
Declassified Date: January 1, 2020  
Generated Date: November 12, 2020
- (U) Annex D to JFSOCC-I Operations Order 11-001: SECRET//MCFI USA  
Declassified Date: January 1, 2010  
Generated Date: October 30, 2010
- (U) USF-I OPORD 11-01: SECRET//ACGU USA  
Declassified Date: Undated  
Generated Date: January 6, 2011
- (U) Appendix 4 to Annex C to USF-I OPORD 11-01: SECRET//ACGU USA  
Declassified Date: Undated  
Generated Date: January 6, 2011
- (U) Tab C to Appendix 6 to Annex C to USF-I OPORD 11-01: SECRET//ACGU USA  
Declassified Date: Undated  
Generated Date: January 1, 2011
- (U) Appendix 23 to Annex C to USF-I OPORD 11-01: SECRET//ACGU USA  
Declassified Date: Undated  
Generated Date: January 6, 2011
- (U) Annex D to USF-I OPORD 11-01: SECRET//ACGU USA  
Declassified Date: Undated  
Generated Date: January 6, 2011
- (U) JFSOCC-I RoF: SECRET//NOFORN

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Declassified Date: Undated  
Generated Date: March 4, 2011

(U) CJSOTF-AP Drawdown and Reposture: SECRET//FVEY

Declassified Date: Undated  
Generated Date: June 5, 2011

(U) SOCCENT Boots on Ground Report: SECRET//NOFORN

Declassified Date: Undated  
Generated Date: June 6, 2011

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